

# *How to Help Homeless People, 1894*

A pamphlet by the:



## CHARITY      ✨      ✨ ORGANIZATION SOCIETY OF THE CITY OF NEW YORK:

---

“The Charities of New York—united,  
an army; divided, a mob.”

: : : : :

“To give a dime or a quarter to a street-beggar, to furnish a meal for an unknown vagrant, to listen and respond without testing its truth to a tale of distress which an overwhelming mass of recorded experience pronounces presumptively false, even to so relieve real want that it shall be rather perpetuated than cured, these are not true works of mercy, done for the glory of God and the good of our fellow-men; they are the shallow devices by which those too lazy and selfish to really help others try to drug or hypnotize their own conscience. Such as these no more love their neighbors than would a mother love her children who gave them poison because they cried for it.”—  
CHARLES JOSEPH BONAPARTE.

---

: 13th Annual Report :  
: for 1894 :

# : CONTENTS :

	PAGE
OFFICERS AND CENTRAL COUNCIL OF THE SOCIETY, - - - - -	2
STANDING COMMITTEES OF CENTRAL COUNCIL, - - - - -	3
MAP OF DISTRICTS, - - - - -	4
DISTRICT OFFICES AND OFFICERS, - - - - -	5
ANNUAL MEETING, - - - - -	6
ANNUAL REPORT OF THE CENTRAL COUNCIL, - - - - -	8
<b>SPECIAL PAPERS ALLUDED TO IN THE REPORT - - - - -</b>	<b>30</b>
REPORTS OF STANDING COMMITTEES, - - - - -	39
REPORTS OF DISTRICT COMMITTEES, - - - - -	68
APPENDIX A.—Treasurer's Account, - - - - -	82
“ B.—General Secretary's Financial Account, - - - - -	83
“ C.—List of Co-operating Societies - - - - -	85
What we ask Co-operating Societies to Do, - - - - -	93
“ D.—Statistics of District Committees, - - - - -	95
“ E.—Statistics of Out-Door Officers, - - - - -	98
“ F.—Public Moneys to Local Charities, - - - - -	99
“ G.—Immigration Statistics, - - - - -	102
“ H.—Memorial Funds, Patrons and Life Members, - - - - -	103
Contributions during 1894, - - - - -	107
Relief Obtained as Intermediary, - - - - -	136
“ I.—Charter of the United Charities Building, - - - - -	143
Charter of the Society, - - - - -	145
Constitution of the Society, - - - - -	147
By-Laws of the Central Council, - - - - -	152
Rules for District Committees, - - - - -	156
Standing Resolution “CONCERNING RELIEF,” - - - - -	158
CHARITY ORGANIZATION SOCIETIES ELSEWHERE, - - - - -	159

# CHARITY ORGANIZATION SOCIETY

## OF THE CITY OF NEW YORK.



# THIRTEENTH ANNUAL REPORT

FOR THE YEAR 1894.

---

### CHARITY MUST DO FIVE THINGS:

1. Act only upon knowledge got by thorough investigation.
2. Relieve worthy need promptly, fittingly and tenderly.
3. Prevent unwise alms to the unworthy.
4. Raise into independence every needy person, where possible.
5. Make sure that no children grow up to be paupers.

*"The effort to help the poor not merely out of starvation, but into character and the self-support which can only come by character, is not a relaxing but a tightening of the demands of charity. It calls for profounder sympathy, and for more sleepless vigilance."*

—PHILLIPS BROOKS.

---

### CENTRAL OFFICE:

UNITED CHARITIES BUILDING,

NO. 105 EAST 22D STREET, N. E. CORNER OF FOURTH AVENUE,  
NEW YORK CITY.

# OFFICERS OF THE SOCIETY. 1895.

PRESIDENT, ROBERT W. DE FOREST, 62 WILLIAM STREET.

## VICE-PRESIDENTS.

RICHARD H. DERBY, M. D.,  
GEORGE E. DODGE,  
H. C. FAHNESTOCK,  
CHAS. S. FAIRCHILD,  
JAMES K. GRACIE,  
R. DUNCAN HARRIS,  
JOHN S. KENNEDY,

FRANCIS H. LEGGETT,  
SETH LOW,  
PETER B. OLNEY,  
OSWALD OTTENDORFER,  
HENRY RICE,

J. HAMPDEN ROBB,  
J. R. ROOSEVELT,  
GEO. P. ROWELL,  
JACOB H. SCHIFF,  
RUTHERFURD STUYVESANT,  
FREDERICK F. THOMPSON,  
JOSEPH THORON.

## OFFICERS OF THE CENTRAL COUNCIL.

PRESIDENT,	-	-	-	-	-	-	ROBERT W. DE FOREST.
VICE-PRESIDENT,	-	-	-	-	-	-	CHAS. S. FAIRCHILD
TREASURER,	-	-	-	-	-	-	CONSTANT A. ANDREWS.
GENERAL SECRETARY,	-	-	-	-	-	-	CHAS. D. KELLOGG.

## CENTRAL COUNCIL.

### *Term Expires January, 1896.*

ROBT. W. DE FOREST, 62 William St.  
MRS. CHAS. R. LOWELL, 120 East 30th St.  
MISS KATE BOND, 230 West 59th St.  
CHAS. E. MERRILL, 45 East 10th St.  
ALFRED BISHOP MASON, 10 Wall St.  
FRED. W. HOLLS, 120 Broadway.  
MRS. JAMES A. SCRYMSEY, 107 East 21st St.  
PROF. CHAS. B. BRUSH, 113 West 69th St.  
MRS. WM. B. RICE, 17 West 16th St.

### *Term Expires January, 1897.*

ARTHUR M. DODGE, 26 Cortlandt St.  
HERBERT B. TURNER, 22 William St.  
HENRY B. ANDERSON, 35 Wall St.  
MORRIS S. THOMPSON, 250 West 45th St.  
CHAS. F. COX, 54 East 67th St.  
JAS. J. HIGGINSON, 16 East 41st St.  
JAMES SPEYER, 11 Broad St.  
FRANKLIN H. GIDDINGS, Columbia Col.  
GEO. L. CHENEY, 131 East 57th St.

### *Term Expires January, 1898.*

CHAS. S. FAIRCHILD, 46 Wall St.  
CONSTANT A. ANDREWS, 1048 Third Ave.  
ROBT. C. CORNELL, 52 William St.  
SAM'L M. JACKSON, 14 East 31st St.  
NICHOLAS FISH, 120 Broadway.  
OTTO T. BANNARD, 18 Wall St.  
WM. GREENOUGH, 32 West 9th St.  
E. C. HENDERSON, 59 Wall St.  
MISS A. B. JENNINGS, 48 Park Ave.

### *District Delegate Members.*

1. ROBT. S. MINTURN, 68 Broad St.
2. DR. J. N. BEEKMAN, 18 East 20th St.
3. DR. S. S. BOGERT, 210 East 17th St.
4. LOUIS E. BINSSE, 51 Exchange Place.
5. DR. W. WASHBURN, 42 Irving Place.
6. F. G. SMEDLEY, 152 West 47th St.
7. W. FRANKLIN BRUSH, 16 East 37th St.
8. L. L. KELLOGG, 133 West 70th St.
9. DR. ALEX. LAMBERT, 2 East 37th St.
10. CHAS. SULLIVAN, 2001 Seventh Ave.

## EX-OFFICIO MEMBERS.

His Honor the Mayor of New York.  
The President of the Police Department.  
The President of the Health Department.  
The President of the Department of  
Charities and Correction.

Prof. RICHMOND MAYO-SMITH, Representative of Columbia College.

The New York City Commissioners of the State  
Board of Charities.

The United States Commissioner of Immigration.  
JOHN A. MCKIM, Representative of the State  
Charities Aid Association.

ROBT. W. HEBBERD, Superintendent.  
MISS E. E. DAVIDSON, Cashier.  
MISS ELLA I. SCOTT, Registrar.  
MRS. E. V. H. MANSELL, Investigating Agent.

MRS. M. C. WEIDEMEYER, Reception Agent.

MISS MARY BOWLY,  
JOHN L. GRIFFEN,  
WM. M. MARTIN, } Collectors.

ADDISON G. JEROME and JOHN H. SCHUTT, Out-Door Officers.

## CENTRAL OFFICE:

United Charities Building, No. 105 East 22d St., N. E. corner of Fourth Ave.

Office Hours—9 A. M. to 5 P. M.

(Saturdays—Office closes at 4 P. M., and during July, August and September at 1 P. M.)

TELEPHONE NO.: 380 18TH ST. CABLE ADDRESS: "CHARITY, NEW YORK."

---

### SPECIAL PAPERS ALLUDED TO IN THE FOREGOING REPORT.

---

#### HOW TO HELP HOMELESS PEOPLE.

NOTE.—The following has been adopted, and is published by the Conference of Charities of the City of New York, which is a voluntary body composed of representatives of the leading Charitable Societies of New York City.

##### *To Charitable Societies and People:*

One of the greatest evils which afflict our city is the existence of that suffering and too often degraded portion of the population which is called "homeless." There are thousands of men and hundreds of women who sleep in cheap or free lodging houses, or in the station-house lodging rooms. They live by begging or by "odd jobs," and are a curse to themselves and a menace and injury to the city. They must of necessity become more and more degraded. They are often both vicious and criminal, and they absorb a great deal both of the work and of the "charity" which ought to be a help to poor men and women with homes and families in New York.

Such being the facts, it seems unquestionable that no greater wrong can be done, both to these unhappy men and women themselves and to the people of New York, than to attract them to the city, and to encourage them to continue in their degraded and degrading life; and yet this is what is being done, not only by benevolent persons, but by benevolent societies, whose aim is to help them.

The Conference of Charities of the City of New York, being convinced of the evils of this state of things, is desirous:

1st. Of saving these unhappy people from the degradation and demoralization of such careers as above described; and,

2d. Of giving more permanent and thorough assistance to our resident poor.

It has therefore prepared the following short catechism, in the hope that it will be of assistance in pointing out the ways in which these homeless men and women can be really helped; and it is believed that if all the charitable people and agencies of the city would bind themselves to carry out the plans herein detailed, the result would be not only that numbers now in the city would be saved, but that many more who would otherwise come here, tempted by false hopes of an easy and idle life, would be kept from New York during the coming winter and remain in their own homes.

Tickets referring homeless men and women to the Department of Public Charities and Correction can be procured, with this pamphlet, of the following societies:

Association for Improving the Condition of the Poor, 105 E. 22d St.

Charity Organization Society, 105 E. 22d St.

Children's Aid Society, 105 E. 22d St.

Down Town Relief Bureau, 209 Fulton St.  
 East Side House, 76th Street and East River.  
 Employment Society, 25 Clinton Place.  
 French Benevolent Society, 320 W. 34th St.  
 German Legal Aid Society, 35 Nassau Street.  
 German Society, 13 Broadway.  
 Industrial Christian Alliance, 170 Bleecker St.  
 Italian Benevolent Society, 20 Varick Place.  
 St. Bartholomew's Mission, 207 E. 42d St.  
 Society of St. Vincent de Paul, 2 Lafayette Place.  
 United Hebrew Charities, 128 Second Ave.  
 Young Men's Christian Association, 40 E. 23d St.  
 Young Men's Christian Association, Bowery Branch, 153 Bowery.

## CATECHISM.

Q.—What is the first duty of a charitable society or person towards homeless men and women?

A.—To save them from homelessness as soon as possible.

Q.—How can this be done?

A.—Any charitable society or individual undertaking to care for such persons, should retain exclusive charge of them, and not allow them to go from lodging house to lodging house, but keep them in one home; never permit them to appeal to others for help, but maintain them, and train them in industry and religion, and finally put them in the way of self-support.

Q.—Where such a course is impossible, what can be done to save them from homelessness?

A.—They should be sent to the Department of Public Charities and Correction, 66 Third Avenue, that those who belong in New York may be placed in the Almshouse or Workhouse.

Q.—Will this do them any permanent good?

A.—Unfortunately it probably will not, but it will at least save them from the unspeakably degrading influences of a life of beggary in the city.

Q.—How could any permanent good be done them?

A.—By a change in the law, authorizing their detention on a farm belonging to the city, for one or two years, under a thorough course of industrial training \*

Q.—What do you mean by "those who belong in New York?"

A.—Such as have been in the city more than sixty days, and do not, therefore, come under the State Pauper Law.

Q.—What is the State Pauper Law?

A.—It provides for the care of persons who have not been in the county sixty days, and such persons should, therefore, also be sent to the Department of Public Charities and Correction, 66 Third Avenue, or rather should be taken there, to make sure that they go. The Superintendent of Out Door Poor will then place them in the State Almshouse at Flatbush, where they will be cared for until the Secretary of the State Board of Charities makes arrangements to send them to their homes. If it proves that they have no home, the State will then support them in appropriate institutions, orphans in Orphan Asylums, lunatics in Insane Asylums, and paupers in State Almshouses, etc. The State Pauper Law has been in operation twenty-one years, and from 1873 to 1893, 26,926 persons in the whole State have been committed as State paupers, 16,991 of whom have been sent back to their friends or to places where they belonged in other States and countries, 7,402 have been discharged as able to earn their own support, and the rest have been disposed of in various other ways, leaving now only 223 under the care of the State in institutions.

Q.—Is it then very important to see that strangers asking help are sent at once to the Superintendent of Out Door Poor?

A.—It is indeed; for if, as is often the case, they are ineffectually aided when they first apply, the result is that their deplorable condition is aggravated; they are supported in an uncertain haphazard manner until they have been in the city sixty or more days, and after that they are no

\* This suggestion is not unanimously approved by the Societies.



longer wards of the State, and the State Board of Charities cannot take charge of them or return them to their friends; but they probably will become permanent and persistent beggars and dependents.

Q.—Will the Department of Public Charities and Correction then receive all homeless persons sent to them, and take care of them at all hours of the day and night?

A.—They must, by law, do so, if the persons needing help are willing to be cared for in the ways open to them.

Q.—But why should any “homeless” men and women, who by begging declare themselves to have no other way of living, refuse shelter, lodging and food which, at any rate, they will receive in a city institution?

A.—Many refuse it because they like the liberty of a begging life, because in an institution they are under control or have to work, and because they believe, and have by indiscriminating temporary alms-giving been confirmed in the belief, that they can get enough in various ways in the city to live without work, or else with the least possible work, and also to indulge themselves in drinking and other vices.

Q.—How can they be persuaded to apply to the Department of Public Charities and Correction, and accept the support offered them by the city?

A.—Usually they cannot be “persuaded;” they must be forced to do so by the withdrawal of the means upon which they live in idleness and beggary. And it is to secure this end that the Conference of the Charities of the City of New York have prepared this pamphlet, and issued tickets referring homeless men and women to the Department of Public Charities and Correction, and ask every benevolent individual and society to use them.

Q.—Are there other reasons for sending homeless persons who come here from other places to the Superintendent of Out Door Poor?

A.—Yes, several. One is that if they are encouraged by alms-giving to remain here and get work they may displace poor residents with families to support, and thus make the latter dependent.

Another reason is that the relief provided for residents who require aid is seldom adequate, and relief funds intended primarily for their benefit should not be diminished by helping those who have claims on other places.

A third reason is that if dependent persons from out of town are encouraged to remain here by alms-giving they are likely, finally, when it is too late to send them home, to drift into the public institutions and become a permanent burden upon the poor workingmen and women of this city, who, in the end, pay the greatest part of the tax collected from the community.

### FREE AND CHEAP SHELTERS.

From the CHARITY ORGANIZATION REVIEW (London), November, 1894, page 535.

“The attention of this Committee has been recently called to the very unsatisfactory work which is done by those who maintain wholly or partly free, refuges and shelters in this district, especially those of Dr. Barnardo and the Salvation Army.

“A number of applications have, within the past two or three weeks, been made to the Committee by persons of both sexes resident in such shelters. The consideration of these cases has led my Committee to the following conclusions, namely, that such shelters confer no real or permanent benefit on those who use them; they are not centres of reform, and they do not restore their inmates to independence or self-support. They are merely places of temporary lodging, from which their inmates go away in the same condition as that in which they arrived—if not in a worse one. So far from lessening the number of destitute people without regular means or employment, they intend to increase it, because they make the life of the shiftless and idle more easy, and so offer a new temptation to those who are too willing to live, as far as possible, at the expense of others.

Beyond this these refuges appear to us to make it easy for husbands and wives to evade their mutual responsibilities, and to neglect the education and proper bringing up of their children.

We have met with instances of the husband being in one shelter, the wife and children in another, or of the husband altogether deserting his family and living away from them, and apparently doing little for his own support, and nothing for theirs; while they, in the refuges, are supported by the charitable."

#### AN ACT

IN RELATION TO THE COMMITMENT AND DISCHARGE OF PERSONS CONVICTED OF PUBLIC INTOXICATION, DISORDERLY CONDUCT OR VAGRANCY IN THE CITY AND COUNTY OF NEW YORK.

*The People of the State of New York, represented in Senate and Assembly, do enact as follows:*

SECTION 1. Whenever any person is convicted in the city and county of New York of public intoxication, disorderly conduct or vagrancy, it shall be the duty of the court or magistrate before whom such conviction is had to commit the person so convicted to the workhouse in said city and county, and to insert in the warrant or commitment a recital that the person so committed is committed pursuant to the provisions of this act, and a direction that the person so committed shall be detained in such workhouse, until discharged, pursuant to the provisions of this act, and for a term not exceeding six months from the date of such commitment.

SEC. 2. It shall be the duty of the superintendent of the workhouse to ascertain from the records thereof, and from an examination and inspection of the person committed as aforesaid, whether such person has, since the passage of this act, and within two years next preceding the date of his commitment, been previously committed to such institution upon conviction of public intoxication, disorderly conduct, or vagrancy; and, within twenty-four hours after the commitment of any such person to the workhouse, to transmit to the commissioners of public charities and correction, a written statement showing the name, sex, age, residence, occupation, height, weight and the color of the hair of any such person, and describing any scars, marks or deformities or other signs whereby such person may subsequently be identified, the date of the commitment, the offense for which such person was committed and the name of the magistrate by whom the commitment was made; and also stating whether such person has been previously committed to such institution within the period, and for any one of the causes above specified; and, if so, the number of times that such person has been so committed during such period, the date of the last previous commitment of such person for either of said offenses, the name of the magistrate by whom, and the offense for which such last previous commitment was made, and the period of detention under such last previous commitment.

SEC. 3. It shall be the duty of the commissioners of public charities and correction to keep a book or books in which shall be properly recorded the names of all persons committed pursuant to this act, and all other facts which shall be certified to them by the superintendent of the workhouse as herein required, which book or books are hereby declared to be public records and shall be open to public inspection and shall be so indexed and kept as to show whether any person committed, as prescribed by this act, has been previously committed within two years next preceding such commitment for any of the causes herein specified.

SEC. 4. Within three days after the commitment of any person as herein provided, it shall be the duty of the commissioners of public charities and correction to ascertain from the aforesaid records whether such person has been committed to the workhouse, after the passage of this act and within two years next preceding the date of such commitment for public intoxication, disorderly conduct or vagrancy, and to make a written order specifying the date at which such person shall be discharged, as follows, namely, in the case of a person who has not previously been committed for any one of the offenses herein specified within two years next preceding the date of his last commitment, and after the passage of this act, the said order shall direct that such person shall be discharged at the expiration of five days from the date of his commitment, in the case of a person who has been committed once before within the period of two years next preceding the date of his commitment, and after the passage of this act for any of the offenses herein specified, the said order shall direct that such person shall be discharged at the expiration of twenty days from the date of his commitment, and in the case of a person who has been committed more than



once during the two years next preceding the date of his commitment and after the passage of this act for any of the offenses herein specified, the said order shall direct that such person be discharged at the expiration of a period equal to twice the term of his detention under the last previous commitment, but not, in any event, exceeding six months; provided, however, that in the case of a person committed upon conviction of vagrancy, the said order may direct that the said person shall be discharged at the expiration of a period to be fixed by the commissioners and stated therein, not exceeding six months and not less than the period of detention above specified for first or subsequent commitments, as the case may be. The date of any order made pursuant to this section and the name of the person whose period of detention is fixed thereby, and the period of detention therein specified and the names of the commissioners of public charities and correction present at the meeting of such commissioners at which such order was made, shall be entered in the records required to be kept by the third section of this act, and the said order shall forthwith be transmitted to the superintendent of the workhouse; and upon the expiration of the term of detention specified therein, and the discharge of the person named therein, it shall be the duty of such superintendent forthwith to return such order, with a written certificate indorsed thereon specifying the date of the discharge of the person named therein, to the commissioners of public charities and correction who shall preserve the same as a public record. The powers and discretion conferred upon the commissioners of public charities and correction by this section may be exercised by such commissioner or commissioners as shall be present at any meeting of such commissioners.

SEC. 5. Nothing herein contained shall affect the power of any court or magistrate to release a person convicted of any offense herein specified upon the payment of a fine or upon the execution of a recognizance or bond, as now prescribed by law.

SEC. 6. The board of commissioners of public charities and correction may transfer and commit and cause to be transferred and committed from the said workhouse to the city prison, penitentiary, almshouse or to any other of the institutions under their jurisdiction, any person committed to the said workhouse under this act, whenever such transfer shall be necessary for the proper care and management of such city prison, penitentiary or almshouse, or for the proper employment of such person; and the said board may also transfer and commit and cause to be transferred and committed from the said workhouse to the city prison or penitentiary, any person committed to the said workhouse under this act, whenever, by reason of the number of offenders actually detained in such workhouse at any one time, there shall not be accommodation therein for all the persons committed thereto.

SEC. 7. All acts and parts of acts inconsistent with the provisions of this act are hereby repealed.

SEC. 8. This act shall take effect immediately.

---